



Canada Border
Services Agency

Agence des services
frontaliers du Canada



Canada Border Service Agency – Freedom Convoy 2022 Contingency Plan

Truck Driver Protests

Classification: Protected B
Date: January 28, 2022

PROTECTION SERVICE INTEGRITY
TY PROTECTION SERVICE INT
ÉGRITÉ PROTECTION SERVICE
INTEGRITY PROTECTION SERVI
CE INTÉGRITÉ PROTECTION SE
RVICE INTÉGRITÉ PROTECTION
SERVICE INTÉGRITÉ PROTECTI
ON SERVICE INTÉGRITÉ PROT
ECTION SERVICE INTÉGRITÉ PR
OTECTION SERVICE INTÉGRITÉ
PROTECTION SERVICE INTÉGRITÉ
TÉ PROTECTION SERVICE INT
TEGRITY PROTECTION SERVICE
INTÉGRITÉ PROTECTION SERVI
CE INTEGRITY PROTECTION SE



PROTECTION • SERVICE • INTEGRITY

Canada

Contents

Background.....2

Intent2

Operational Posture2

 Emergency Suspension of Services3

 Officer Powers and Authorities3

Governance3

Potential Scenarios3

Potential Border Impacts.....4

Tactical Planning Considerations4

Program Areas - Key Activities.....5

Reporting and Information Sharing6

Recovery7

Annex A: Duty Executives7

Annex B: Regional / POE Guidance8

 ATLANTIC REGION.....8

 Woodstock POE8

 PRAIRIE REGION.....10

 Emerson POE10

 Coutts and Carway.....11

[APG]

Background

On January 15, 2022, an Order of Council (OIC) came into effect requiring the mandatory vaccination of essential workers (including commercial truck drivers) seeking entry into Canada. In response to the new vaccine requirements, a convoy of truckers referred to as the 'Freedom Convoy 2022', is travelling across Canada to protest the requirements. As a result, Canada Border Services Agency (CBSA) port of entries (POEs) have seen protests near or at the POEs. The POEs located along the convoy routes anticipate that there could be potential disruption to CBSA operational services and are actively engaged in contingency planning.

Supporters of the convoy driving in their own vehicles have joined for parts of the journey to protest the vaccine requirements, while others have donated millions of dollars through GoFundMe to help finance the convoy. This convoy includes individuals with a range of views, some of which are ideologically motivated in nature and others who are not aligned with any specific ideology or group.

The convoy plans to arrive in the Ottawa, Ontario on January 28 and 29, 2022, where drivers and others supporting the cause will stage a protest on Parliament Hill. All regions have the potential for protests. Open source and intelligence reports have identified protests at the following POEs:

- Coutts, AB
- Carway, AB
- Emerson, MB
- Woodstock, NB
- Saint-Théophile, QC
- Stanstead, QC
- Saint-Bernard-de-Lacolle, QC
- St Stephen 3rd Bridge, NB
- Sault Ste. Marie, ON

Intent

With the safety and security of CBSA employees our first priority; the intent of this document is to provide region and headquarters with high level contingency awareness and guidance on the CBSA's operational posture for the Freedom Convoy 2022.

Operational Posture

During this event, CBSA employees will continue to be entrusted with the important mission to protect our country's security and prosperity. Integrity, Respect, and Professionalism as described in this Code of Conduct.

In addition, the following guidelines apply:

- When encountering protestors and/or blockades, staff are to remain respectful and keep the peace; and
- Ensure that CBSA response decisions consider impacts to the safety of others
-

In the event that the protests become dangerous, officers would be expected to ensure their safety within the Port of Entry and go into lockdown until the police force of jurisdiction (POJ) are able to respond to the situation.

[APG]

Emergency Suspension of Services

For this event the functional authority to suspend services at a POE will be delegated to the RDGs. Please note that all temporary suspensions need to be reported into the Border Operations Centre.

Officer Powers and Authorities

- Please refer to ***Event Specific Instructions to Officers dated January 28, 2022***

Governance

Response activities in relation to the Freedom Convoy 2022 will be jointly coordinated by Travellers Branch, Commercial and Trade Branch, and the Intelligence and Enforcement Branch.

Over the weekend and after core business hours **the Duty Executives at both the regional and branch levels** will be leveraged to raise issues and coordinate Agency response actions. The Duty Executive roster for the period of January 25 – February 1 can be found in [Annex A: Duty Executives](#).

Potential Scenarios¹

- Scenario 1: A Safety/Security Threat to Employees or Facilities
- Scenario 2: Ideologically Motivated Violent Extremists (IMVE) Involved in the Protest
- Scenario 3: Non-violent Actions Resulting in Service Disruptions

¹ A facilitated discussion was held on January 27, 2022 with headquarters stakeholders and regional management participants to help identify potential impacts and mitigation options in relation to the described potential scenarios.

Potential Border Impacts

The potential impacts to the border related to the scenarios that follow may include:

- Increased border wait times;
- Increased coordination of traffic management;
- Adjustment or suspension of services at one or more Ports of Entry (POE);
- Increased safety/security risk to officers and facilities;
- Potential need for increased on-site presence of first responders (police, fire, health services);
- Enhanced vigilance posture with respect questioning when processing travellers and their goods
- Increased processing of inadmissible foreign nationals with criminal records under s.36 of the *Immigration and Refugee Protection Act* (IRPA) and/or suspected of IMVE associations under s.34 of IRPA, requiring additional officers for processing and direct-back/detention

Tactical Planning Considerations

- Maintain communication links and relationships with protest organizers, police force of jurisdiction, as well as local United States Customs and Border Protection.
- Discuss and plan for operational capacity implications in relation to the need to request support from police force of jurisdiction.
- Consider a measured approach and use of Incident Command System structures.
- Clearly articulate to employees instructions for arriving and departing the POE.
- Ensure employees are informed of guidance from police force of jurisdiction regarding travel to and from the POE (e.g., carry CBSA credentials, cover up their uniform).
- Coordinate with police of jurisdiction to identify an accessible emergency route to be utilized by first responders (e.g. police, fire, health services, and CBSA employees).
- Ensure employees are provided guidance on preparing for personal needs in the event they are unable to depart the POE for a prolonged period (e.g., bring extra food and make arrangements at home).
- Consider alternative employee parking locations in the event that normal locations are not accessible.
- s.37 [REDACTED]
- Coordinate with nearby stakeholders, brokers, and duty free shops.

[APG]

Program Areas - Key Activities

Responsible Business Area	Key Actions
Border Operations Centre (BOC)	• Issue Significant Event Notification and disseminate, as required. • Contact the Duty Executive as required. • Issue a Border Alert and IPIL Hot message to neighboring POEs, as warranted. • Serve as primary point of contact and liaison between the Government Operations Centre, RCMP National Operations Centre and other government department operations centres
Intelligence and Enforcement (IE)	• Provide basic intelligence (situational awareness), as required. • Continually assess situation. • Coordinate with intelligence partners. • Support to Tactical Intelligence Operations – Aiding the regions or partners with individual entities of concern. • Provide targeting and tactical intelligence support for Regional I&E and POEs on actionable intelligence or carriers of interest. • Provide commercial import history or personal import history for identified carriers of interest.
Traveller Operations (TO) / Commercial Operations (CO)	• Continue to provide support to the frontline. • Support day-to-day POE border operations and overseeing service delivery. • Provide operational subject matter expertise as it relates to interpretation of IRPA and the Customs Act. • Issue guidance to Regions if required.
Security and Professional Standards (SPS)	• Portfolio Security Managers will monitor the situation and provide guidance on available risk mitigation strategies and procedures related to security (infrastructure, people, assets, information). • Portfolio Security Managers will provide guidance on the implementation of risk mitigation strategies, such as limited accessibility to facilities through monitored access points. • SPS staff to carbon copy the Chief Security Officer (CSO) via the Emergency Management Mailbox on all related activities for CSO event monitoring. • CSO Emergency Management to forward event related information to the BOC. • CSO continuous monitoring and leveraging of Internal Task Force (ITF). • Update CBSA employee line
Communications	• Provide sustained responsive communications support as required. • Communications may create tailored communications approaches for specific scenarios as required in order to ensure that the CBSA narrative is sustained. • The CBSA will respond to any media requests about our role and continue to amplify the larger GC Communications messaging via various channels.
Regions/POEs	• Engage our USCBP counterparts to share information and responses plan. • Follow established officer powers authorities and procedures. • Utilize established security and critical incident management/response protocol. • Engage local law enforcement.

[APG]

	• Report incident to the BOC. • Activate BCPs if needed. • Activate Regional Operational Centres as needed
--	--

Reporting and Information Sharing

The Agency will be increasing situational awareness for the duration of the Truck Driver Protests and is prepared to respond to activities or events that may impact our operations.

Border Operations Centre

The Border Operations Centre (BOC) operates a 24/7 centralized monitoring and coordination hub for reporting events and issues which affect the Agency. BOC keeps senior management apprised of emergent and day-to-day operations through routine and ad-hoc situational reporting, such as Significant Event Notifications (SEN) and the CBSA Today. BOC has contact information for the Duty Executives of each branch and region, and can contact them 24 hours a day in case of emergency. BOC also provides field support to the frontline staff in Canada and abroad by performing database checks and providing after hours support for headquarters Enforcement and Intelligence Operations Directorate. BOC serves as primary point of contact and liaison between Public Safety Government Operations Centre, RCMP National Operations Centre and other government department operations centres.

Daily reporting will include situational awareness through the BOC and operational event reporting from the regions. **Daily situational reporting will commence on January 27, 2022 and report will be issued at 16h00 daily until the protest ends.** The BOC will also ensure that the operational response planners and decision makers have been engaged through the regular event management process.

The Chief Security Officer, the Security and Professional Standards Directorate, the Security and Integrity Programs Division, and the Emergency Management and Business Continuity Management (EM/BCM) Unit will be notified of Business Continuity Plan related activities through their membership in the BOC event distribution lists that involve security and service disruptions.

The BOC also maintains access to all BCP plans in the event that a critical service area is unable to access their plans locally.

Regional Reporting

Any protest activities or events having an impact to CBSA operations should be reported to the Border Operations Centre using the Single Reporting Tool (SRT) in a Protected A environment. Regions are to continue to engage regional intelligence operations, when necessary.

[APG]

Recovery

Upon decision to de-escalate the response operation, recovery activities to support the return to a state of normalcy may include:

Responsible Business Area	Action(s)
BOC	BOC will monitor event/ incidents to conclusion, conclude SENs, communicate with partners, and close the loop with senior management.
IE	- Mobilize sections for recovery (i.e. replace and store any consumables). - Monitor recovery status.
TO/CO	- Issue guidance to Regions if required for the recovery activities. - Conduct and After Action Review
Regions/POEs	Resume normal operational posture.

Annex A: Duty Executives

DUTY PERIOD / SERVICE : January 25 – February 1

CBSA BRANCHES	
Intelligence and Enforcement	Jennifer Nicholson
Commercial and Trade	Afshin Shams
Travellers	Marc Towaij
Human Resources	Dominic Lachapelle
Innovation, Science, and Technology	Herve Madelaine
Finance and Corporate Management Branch	Matthew Kletke
Strategic Policy Branch	Charlene Larose
Chief Transformation Officer	Luc Desjardins
CBSA REGIONS	
Atlantic	Corina Klattenhoff
Quebec	Kathleen Graça
Northern Ontario	Darren Frank
Southern Ontario	Josh Newby
Greater Toronto Area	Laurelle Doxey
Prairies	Jeryn Peters
Pacific	Darlene Klips

[APG]

Annex B: Regional / POE Guidance

ATLANTIC REGION

The following is a summary of the Atlantic operational guidance provided to impacted POEs. The full plan can be accessed by contacting the BOC. Apollo structure at <http://apollo.omega.dce-eir.net/livelink/lisapi.dll/link/79423605>

Woodstock POE

Operational Considerations

1. Health and Safety of Employees / Safety of Public
2. Expectations and Authorities of BSO's
3. Command System
4. Staffing
5. Partners and Stakeholders

1. Health and Safety of Employees / Safety of Public

- The health and safety of employees, BSO's and the public is the top priority. Employees at the Woodstock Port of Entry will be briefed on legislative authorities, code of conduct, dealing with media enquires and protesters.
- CBSA radio's for communications throughout the event.
- Employees will be instructed to call before their shift to ensure they will have access to the POE and for any operational updates. Employees will be advised to have their CBSA credentials in the event they are asked for them en-route and they will be asked to cover up their uniform. The RCMP has indicated that the Old Houlton Road will be kept accessible as an emergency route and employees will be directed to take that route.
- Officers will be instructed to bring extra food and make arrangements at home in the event they are unable to leave the POE at the end of their shift.

2. Expectations and Authorities of BSO's

- BSO's will take a "hands off" measured approach to dealing with protestors and will consult with the Superintendent on Duty for advice and guidance when infractions are encountered. All officers will take detailed notes of any situation that may lead to post incident enforcement. Video evidence will also be referenced for any enforcement, post incident.
- Any infractions outside of the scope of the CBSA's legislative authorities will be enforced by the RCMP. This could involve mischief, obstruction as well as any mask or OIC mandates. Any IRPA or Customs infractions will be dealt with by the CBSA.

3. Incident Command System (ICS)

- There will be an Unified Command with one IC at the Woodstock RCMP detachment and the other at the Woodstock POE (subject to change).

[APG]

- The Woodstock POE IC will have a liaison officer from Intel (TBD) and an information officer (Mike Jamieson and TBD).
- The RCMP plan on having staff in the command centre at the Woodstock POE and will form part of the command structure.
- The ROC will to be stood up as 09:00 Saturday morning until 19:00 Sunday January 30. The IC will provide Sitreps via the information officer during this time with the frequency changing depending on how situation is unfolding.

Commanders:

- Saturday, 1000 to 2200 – Sylvain Poitras, Chief Andover Area
- Saturday Night, 2200 to 0600 – Al Goguen, Superintendent Woodstock
- Sunday, 0600 until the end of the event – David Andow, Chief Woodstock Area

Operations Managers:

- Saturday, 0700 to 1900 - Ann Marie Madore , Woodstock Superintendent
- Saturday Night 1900 to 700 – Mark Richardson, Woodstock Superintendent
- Sunday - 0700 to 1730 – Ann Marie Madore, Woodstock Superintendent

4. Staffing

The Port of Woodstock will maintain staffing above operational minimums for Saturday and Sunday.

BSO's:

- Saturday – operational minimums – S₁ at 0800, S₂ at 1000 and S₃ at 2000
- Sunday - operational minimums – S₁ at 0800, S₂ at 1000 and S₃ at 2000

Superintendents:

- Saturday and Sunday - 24 hour coverage
- CIU has been advised of this change in operational minimums, to ensure there is enough staff on site to manage this event.
- Operational staffing levels will be reassessed as required.

4. Partners & Stakeholders

RCMP – The RCMP have indicated they will have s.37 members on site for public safety and crowd control. The RCMP is taking a similar measured approach to handling this event and will manage the flow of vehicular traffic from route 95. Their goal is to allow only pedestrians the ability to walk towards the international boundary, however, this may change based on operational realities. As noted the RCMP will have a position in the incident command at the Woodstock POE and will have access to

s.38

s.38

The Port of Houlton has a CBSA radio for facilitated communication. An updated cell phone list for USCBP and CBSA managers is being updated and circulated.

[APG]

PHAC – PHAC has been briefed on the intel for this event and their management team is escalating the issue for a response regarding whether they will be on-site for the weekend. They have been advised that there is an alternate route which will be maintained by the RCMP. If on site, it was recommended that their employees bring extra food and make arrangements at home in the event they are unable to leave the POE at the end of their shift.

CFIA – CFIA will be briefed regarding this event.

Brokers – The broker community in the Woodstock area have been advised of this event and will make plans accordingly.

Duty Free Shop – The owner of the Woodstock Duty free shop has been advised that access to his business may be impeded due to this event and to plan accordingly.

PRAIRIE REGION

Emerson POE

District Management spoke to RCMP today and provided the following info:

- Sergeant has established a good rapport with the main organizer.
 - The protest is still planned to start at 0500hrs on January 29th (Sat) and it was mentioned that they plan to do it for a 'couple of days'
- Highway Traffic Act and other protest laws were explained to the main organizer for their awareness of what is allowed and what is not
- Plan for a peaceful protest was re-iterated to the RCMP. At this time, there is no major concern that things would escalate
- RCMP suggested to the Organizer to use the Emerson intersection further north of the port rather than use our turn around lane north of our tertiary garage. This suggestion was well received by the Organizer however it is not a guarantee that this will occur on the day
- RCMP suggested rather than doing a complete stop for a set amount of time, that the convoy stop for 5 minutes every hour and continue with the 'slow roll'. Again no guarantees that this will happen however was well received.
- RCMP have a planned media release for Friday & Saturday to inform the public to avoid the area and that a planned protest is occurring on HWY 75 near the Emerson POE.
- RCMP have engaged with Manitoba Infrastructure and Transportation and plans are in place to set up electronic signs at St. Norbert, Morris and/or at the HWY 14 intersection
- RCMP have engaged Manitoba Department of Transportation to see if they can provide assistance in some capacity. (It is not known if they could)
- 2 RCMP local members on-duty to be stationed near the protest. There will also be 2-3 other Traffic Services Members dispatched to the area to provide additional oversight.
- No appetite to arrest protestors. If, the situation escalates on CBSA property, the Sergeant mentioned they are willing to assist if the need is identified.
- Sergeant will email Chief of Operations further details once plan is finalized

[APG]

Coutts and Carway

District Management spoke to RCMP today and indicated the following:

- Assistant Commissioner Ferguson is engaging the RCMP's federal and provincial side to respond to this situation
- RCMP have engaged the Chief who oversees the Sheriff's Department to coordinate response
- Current plan is to set up a check stop at the intersection of Highways 4 (main highways running north and south between Lethbridge and Coutts) and 501 (runs east and west and intersects with #4)
- At check stop RCMP will be checking that commercial transporters are heading to border for legitimate commercial purposes and will be checking travellers to verify international travel plans (do they have passports)
- This plan is currently being vetted by RCMP legal to ensure the check stop does not infringe on charter rights
- This plan, if enacted, would subdue traffic from the north.
- CBSA has requested additional support at south end of highway #4, in the event that Canadian truckers transit through the POE and attempt to block highway from the south. RCMP is reviewing this and taking it into consideration for their response
- RCMP media relations will be near the POE to respond to media
- Clear lines established, RCMP to manage highway and protest, while CBSA manages border operations
- If there is an incident or a protest develops on site at the POE, lines of communication are open and CBSA will engage RCMP as required
- RCMP is also developing a contingency plan for Carway
- RCMP's Critical Crisis Management team will be touching base with protest organize to ensure all activities are lawful
- We are planning to have a conference call tomorrow to ensure all major law enforcement partners are clear on approach (RCMP, CBP, CBSA)

[APG]